

PERSONNEL RESERVE

PERSONNEL RESERVE FOR THE CENTRAL INTELLIGENCE AGENCY

1. PROBLEM

To examine factors relative to the establishment of a Personnel Reserve in the Central Intelligence Agency.

2. FACTS BEARING ON THE PROBLEM

a. Personnel reserve organizations have proved effective in augmenting the Military, Public Health, and Foreign Service by providing trained forces immediately available during initial periods and for duration of a national emergency.

b. To provide for an effective personnel reserve, it is essential that an agency have prior claim to the services of the reservist.

c. Training is an essential part of a reserve program.

d. Regular employment reinstatement rights should be available to the reservist to the maximum extent possible.

e. Remuneration of the reservist provides some incentive in any mutual agreement between a reservist and the active organization of which he is a part.

f. Sources for organization of a CIA reserve can be found in employee listings of predecessor organizations, separatees in good standing of this Agency, and by direct recruitment.

3. DISCUSSION

a. The purpose of a CIA reserve is to provide a trained force of individuals, which, added to the force in the regular career service, will be adequate to enable the Agency to perform its functions and duties during initial stages of national emergency.

b. The CIA reserve should be composed of citizens of the United States and of its territories and possessions who are physically and otherwise qualified for performance of duty, and who, through acceptance of a reserve appointment, indicate their intent when called to serve the Agency during any period of national emergency or war declared by the Congress or the President to exist, and to take such training duty as may be required.

c. Consideration of security clearances as a problem in administration of a personnel reserve has developed that it is one largely of additional cost due to an increase of the number of investigations that must be made to assure valid security clearances for each reservist employee. Continuing costs for this investigatory procedure are estimated in Annex B "Cost Estimates Directly Chargeable to Administration of a CIA Personnel Reserve". Provision of an adequate staff and funds to process reserve clearances on an annual or periodic basis is the answer to this problem.

d. Handling of security information in a reserve training program and, at the same time, avoiding compromise of current operations while providing material of value to the reservist and the Agency is inter-locked with the form and organization of the reserve training program. A first premise in avoiding such compromise is that the reserve trainee should not be given on-the-job type training in certain components of the Agency. In other components, on-the-job training is clearly appropriate. Considering these facts in a very general sense, a reserve training program appears entirely feasible provided the reservists are handled on a scheduled basis in courses carefully controlled and approved as to course content. Annex C - "Comments on a Reserve Training Program" provides further amplification of this.

e. Assignments in this Agency for reservists of other services are a problem which must be considered in the establishment of a CIA reserve. This is considered essential in view of the many well-qualified reservists of other services currently employed in the Agency or others who might be interested in serving the Agency during a national emergency but who probably could not be interested in a CIA reserve if required to give up their military or other reserve commission giving certain retirement benefits. The assignment of reservists of other services to this Agency is probably a problem for negotiation in each case between the Agency and those services in question, including reimbursement for all costs and salary incident to maintenance of a reservist contract.

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f. Review of the sources for obtaining CIA reserve membership indicates that there are an estimated [ ] cases of individuals who were employees of predecessor organizations, and an estimated [ ] cases of individuals who have been separated from this Agency under honorable conditions. Of these cases, many may prefer to maintain reserve membership in other organizations in order to preserve retirement benefits, etc.

g. The major problem in establishing a CIA reserve is to conclude an agreement with the military services for deferment of Agency reservists in the event of mobilization and for utilization during an emergency of Agency reservists who are in uniform or the military reserves. It would be premature to make final determinations on such facets of the program as employee eligibility, term of service, type of training, compensation and benefits, reinstatement rights, etc., prior to the conclusion of a basic agreement with the National Security Council or Department of Defense.

h. There would be no necessity for paying reservists except during periods of active duty or training. During such periods, however, the reservist would be, in fact, an employee of the Agency, and it follows that the Agency has authority for the payment of the reservist's salary as an Agency employee.

#### 4. CONCLUSIONS

a. It is concluded that a personnel reserve organization is desirable in order to insure orderly and effective augmentation of the Agency during initial periods and duration of a national emergency.

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b. It is concluded that the Director of the Central Intelligence Agency has authority under existing law to train reservists on active duty and to obligate funds for that training. No legislation is required for this purpose.

c. Establishment of a prior claim by the Agency to a reservist employee's services is largely a matter of mutual agreement between the reservist, his employer, the military service where the individual is a member of a reserve in that service, and the Agency.

d. Maintenance of security clearances on reservist employees constitutes no problem other than approval by appropriate authority of an adequate staff and funds to care for the investigatory work which is chargeable to maintenance of security clearances.

e. That the Director of Central Intelligence discuss this proposal with the National Security Council or the Secretary of Defense.

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ANNEX A

Excerpts from Statutes Providing for Employee Reinstatement

1. The Foreign Service Act of 1946 (Public Law 724, 79th Congress)

Sec. 528. Reinstatement of Reserve Officers

"Upon the termination of the assignment of a Reserve Officer assigned from any Government agency, such person shall be entitled to reinstatement in the Government agency by which he is regularly employed in the same position he occupied at the time of assignment, or in a corresponding or higher position. Upon reinstatement he shall receive the within-grade salary advancement he would have been entitled to receive had he remained in the position in which he is regularly employed under subsection (d), section 7, of the Classification Act of 1923, as amended, or any corresponding provision of law applicable to the position in which he is serving. A certificate of the Secretary that such person has met the standards required for the efficient conduct of the work the Foreign Service shall satisfy any requirements as to the holding of minimum ratings as a prerequisite to the receipt of such salary advancements."

2. Coast Guard (Public Law 207, 81st Congress)

(Title 14, Part II - Coast Guard Reserve and Auxiliary)

Sec. 761. Engaging in Civil Occupation: Leave and Training Duty

" . . . . All members of the reserve who are in the employ of the United States government or the District of Columbia who are ordered to duty by proper authority shall, when relieved from duty, be restored to the positions held by them when ordered to duty."

3. Selective Training & Service Act of 1940

(Ch. 720, 54 Stat. 885, as reported in U. S. Code, 1946 Ed., Title 50)

Sec. 308 App.

"a. Any person inducted into the land or naval forces under this act for training and service, who, in the judgment of those in authority completes his period of training and service shall be entitled to a certificate to that effect \* \* \* \*.

"b. In the case of any such person who, in order to perform such training and service has left or leaves a position, other than a temporary position in the employ of any employer and (l) who receives such certificate,

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(2) is qualified to perform the duties of such position, and (3) makes application for reemployment within 90 days after he is relieved from such training and service or hospitalization continuing after discharge for a period of not more than one year -

"(a) If such position was in the employ of the U. S. government, its territories or possessions, or the District of Columbia, such person shall be restored to such position or to a position of like seniority and pay;

"(b) If such position was in the employ of a private employer, such employer shall restore such person to such position or to a position of like seniority status and pay unless the employer's circumstances have so changed as to make it impossible or unreasonable to do so;

"(c) If such position was in the employ of any state or political subdivision thereof, it is hereby declared to be the sense of the Congress that such person should be restored to such position of like seniority, status and pay.

"c. Any person who is restored to a position in accordance with the provisions of Para (a) or (b) of subsection b. shall be considered as having been on furlough or leave of absence during his period of training and service in the land or naval forces, shall be so restored without loss of seniority, shall be entitled to participate in insurance or other benefits offered by the employer pursuant to established rules and practices relating to employees on furlough or leave of absence in effect with the employer at the time such person was inducted into such forces, and shall not be discharged from such position without cause within one year after restoration.

\* \* \* \* \*

"NOTE: Sec. 1 of the Act of June 1946 provided "that all of the provisions of the Selective Training and Service Act of 1940, as amended, are hereby expressly reenacted, except those provisions which are hereinafter amended or repealed (Sec. 303, 305, and 316 of U. S. Code 1946 Edition, Title 50, WAR, Appendix). Sec. 308, above, therefore was reenacted in June 1946."

ANNEX B

Cost Estimates Directly Chargeable to Administration  
of a CIA Personnel Reserve

Annual Recurring Expenditure Estimate 1/

<u>Item</u>	<u>Cost Estimate Per Individual</u>
1. Security Clearances, Annual Recurring Cost, Estimate	\$100.00
2. Salaries 2/ (estimate based on GS-11, \$5,940 per annum) 15 days @ \$16.50	247.50
3. Per Diem Subsistence 15 days @ \$9.00	135.00
4. Transportation (Est. Based Round Trip Chicago-Washington) Round trip 1st. cl. fare Round Trip Lower Berth	\$75.38 <u>19.10</u> <u>94.48</u>
TOTAL (Est)	\$576.98

1/ Est. costs chargeable directly to a reserve program. Substantial additional costs would be incurred that are not directly chargeable to a reserve program, such as the expenditures of the Training and Personnel Offices in administering the program.

2/ Est. based on Public Law 351, Section 510, Career Compensation Act of 1949.

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ANNEX C

Comments on a Reserve Training Program

Review of factors affecting training under a reserve program reveals that such a training program is feasible provided that it is handled on a scheduled basis carefully administered and controlled as to approved course content to insure:

1. That information provided for the reservist is of value and controlled on a true need-to-know basis.
2. That reserve training operations be confined to approved locations.
3. That any plans for active employment of the reservist during training shall be controlled in a manner insuring against unprofitable shopping around the Agency, a procedure providing limited training for the reservist and of questionable value to the Agency as regards security of operations.

An example of profitable on-the-job reserve training can be cited in the case of a support function such as Communications where it appears feasible and desirable that communications reservists, after appropriate indoctrination, can participate in actual communications problems simulating operations. This type of on-the-job training is not limited to the reserve training period but can be extended to communications operations problems on a continuing basis where the reservist volunteers for such a program.

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